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INFO OCT-01 EUR-12 ISO-00 CIAE-00 DODE-00 PM-04 H-02

INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15

USIA-06 EB-07 SAJ-01 /078 W
----- 036854

R 271126Z FEB 76

FM AMEMBASSY VIENNA

TO SECSTATE WASHDC 7877

C O N F I D E N T I A L SECTION 1 OF 2 VIENNA 1557

E.O. 11652: GDS

TAGS: PORG, PFOR, US, AU

SUBJECT: MULTILATERAL AFFAIRS: PROFILE OF AUSTRIAN MULTI-
LATERAL INTERESTS AND THEIR PROMOTION

REF: STATE 037591

1. WE HAVE REVIEWED GOA POLICIES AND PRACTICES REGARDING
AUSTRIA'S MULTILATERAL AFFAIRS AND OFFER, AS PER PARA 7 OF
REFTEL, FOLLOWING AS PROFILE OF CURRENT AUSTRIAN APPROACH
ON SUBJECT:

2. PRIMARY MULTILATERAL INTERESTS IN 1976 AS IN PAST,
AUSTRIA WILL CONTINUE TO TRY TO PLAY VERY ACTIVE ROLE IN
INTERNATIONAL ORGANIZATIONS AND AT MOST INTERNATIONAL
CONFERENCES. PRUPOSE OF ACTIVITY IS PROMOTION OF
PRIMARY LONG-TERM AUSTRIAN POLITICAL-MILITARY INTERESTS OF
INCREASING AUSTRIA'S SENSE OF SECURITY AND BUTTRESSING ITS
NEUTRALITY. FROM AUSTRIAN VIEWPOINT, ATTRACTING INTERNA-
TIONAL ORGANIZATIONS AND CONFERENCES TO VIENNA EFFECTIVELY
SERVES THIS AIM. IN THIS CONNECTION, GOA CAN BE
EXPECTED IN 1976 TO CONTINUE ITS MAJOR LOBBYING EFFORT
TO HAVE UN TRANSFER UN UNITS TO UN CITY IN VIENNA. IN
PAST THIS PRIMARY OBJECTIVE SEEMS TO HAVE HAD TENDENCY
TO ENCOURAGE GOA TO ABSTAIN, IF REASONABLE LINE OF
ARGUMENTATION AVAILABLE, ON CONTROVERSIAL POLITICAL
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ISSUES BEFORE INTERNATIONAL FORA. ON INTERNATIONAL

ECONOMIC ISSUES, PRIMARY AUSTRIAN INTEREST IS TO PROTECT AND PROMOTE AUSTRIAN ECONOMIC AND SOCIAL WELL-BEING. THUS IN MOST MATTERS, GOA TENDS TO BE ATTRACTED TO WEO POSITIONS BY FORCE OF ECONOMIC PULL, SINCE IT IS INDUSTRIALIZED NATION WITH HEAVY TRADE DEPENDENCY ON INDUSTRIALIZED WEST.

3. IMPACT OF OTHER COUNTRIES ON AUSTRIAN MULTILATERAL POLICY-MACKING:

ON POLITICAL ISSUES IN INTERNATIONAL FORA, AUSTRIANS TEND TO FOLLOW LEAD OR BE IN STEP WITH NUMBER OF OTHER SMALLER WEO COUNTRIES. INCLUDED AS PACE-SETTERS FOR AUSTRIA ARE 1) NEUTRALS: SWITZERLAND (WHEN PRESENT), SEDEN, AND FINLAND; 2) SMALLER NATO POWERS: NETHERLANDS AND NORWAY, AND 3) LESS FREQUENTLY, TWO EUROPEAN-ORIGIN FAR EASTERN STATES OF AUSTRALIA AND NEW ZEALAND. ON ECONOMIC ISSUES AUSTRIA STAYS CLOSE TO ITS MAIN TRADING PARTNERS, PARTICULARLY EFTA AND EC AND, WITHIN EC, THE FRG. ON SELECT BROADER INTERNATIONAL ECONOMIC ISSUES OF MAJOR IMPORTANCE AUSTRIA CAN BE EFFECTIVELY APPROACHED IN TERMS OF ITS MEMBERSHIP IN WESTERN INDUSTRIAL CAMP. IT REMAINS TO BE SEEN HOWEVER WHETHER AUSTRIA'S EXCLUSION FROM THE CIEC WILL HAVE ANY TANGIBLE EFFECT ON POSITIONS AUSTRIA TAKES ON IMPORTANT INTERNATIONAL ECONOMIC ISSUES. ON LESS IMPORTANT ECONOMIC ISSUES, AUSTRIA WILL TEND TO TRY TO PICK UP POLITICAL POINTS WITH THIRD WORLD BY ENGAGING IN WHAT IT CONSIDERS THE NATURAL ROLE OF BRIDGING GAP BETWEEN VIEWS OF INDUSTRIALIZED WEO POWERS AND LDCS. AUSTRIA'S INCREASED TENDENCY TOWARD ABSTENTION ON CONTROVERSIAL ISSUES PROBABLY REFLECTS AUSTRIAN EFFORT TO GARNER SUPPORT FROM THIRD WORLD FOR LOCATING UN ORGANS IN VIENNA UN CITY.

4. INSTRUCTION OF DELEGATIONS: AUSTRIAN DELEGATIONS TO MAJOR INTERNATIONAL MEETINGS ARE FULLY INSTRUCTED ON GENERAL AIMS AND PURPOSES TO BE PURSUED AT MEETING AND, IF IMPORTANT CONTROVERSIAL ISSUES ARE LIKELY TO BE ADDRESSED, ARE GIVEN MORE SPECIFIC INSTRUCTIONS ON HOW CONFIDENTIAL

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TO VOTE VARIOUS CONTINGENCIES. MFA GENERALLY MAINTAINS EFFECTIVE CONTROL OVER ITS DELEGATES WHILE MEETINGS ARE IN PROGRESS. MUCH OF DAY-TO-DAY BUSINESS ON TACTICS IS CONDUCTED BY PHONE, PARTICULARLY IF CONFERENCE HELD IN EUROPE. OTHERWISE, THERE IS FREQUENT EXCHANGE OF TELEGRAPHIC TRAFFIC. REPORTING APPEARS SUFFICIENT TO MAKE POSSIBLE TIMELY AND REALISTIC INSTRUCTIONS TO DELEGATES. DELEGATES AND MFA OFFICIALS BACK-STOPPING IN

VIENNA ARE GENERALLY WELL EXPERIENCED IN INTRICACIES OF INTERNATIONAL CONFERENCE WORK. ON INTERNATIONAL ECONOMIC ISSUES, MINISTRIES OF FINANCE AND TRADE AS WELL AS FEDERAL CHANCELLOR'S OFFICE HAVE MAJOR, AND IN SOME INSTANCES, KEY ROLE IN DEVELOPING POSITIONS AND FURNISHING DELEGATES.

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INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15

USIA-06 EB-07 SAJ-01 /078 W
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5. DEGREE OF INDEPENDENCE OF PERM REPS; AUSTRIAN PERM REPS AT VARIOUS INTERNATIONAL ORGANIZATIONS LACK POLITICAL POWER BASE TO ALLOW THEM TO DISREGARD OR VIOLATE INSTRUCTIONS FROM VIENNA. CONTACTS WITH VIENNA ARE FREQUENT AND PROCEDURES SEEM CLEAR ON ADVICE AND INSTRUCTIONS. AUSTRIA'S UN PERM REP IN NEW YORK JANKOWITSCH DOES, HOWEVER, AS SOLE EXCEPTION, HAVE SOME DEGREE OF AUTONOMY AND REQUIRES SPECIAL HANDLING BY MFA. SOMEWHAT UNIQUE POSITION OF JANKOWITSCH IS BASED ON HIS CLOSE PERSONAL RELATIONSHIP WITH CHANCELLOR KREISKY WHICH AROSE WHEN JANKOWITSCH SERVED AS CHEF DE CABINET TO CHANCELLOR. ANOTHER OBVIOUS FACTOR IS PROSPECT OF HIS BEING EVENTUALLY NAMED FONMIN IN SOCIALIST GOVERNMENT. THUS MFA HAS NOTED TO US ON FEW OCCASIONS THAT THEY WERE NOT FULLY INFORMED ON ISSUE AND INDICATED THAT JANKOWITSCH PROBABLY HAD DEALT DIRECTLY WITH KREISKY. ACCORDINGLY, IT MAY ALSO BE NECESSARY TO LOBBY WITH FIRMNESS AUSTRIAN MISSIONS IN NEW YORK AND WASHINGTON TO OBTAIN MAXIMUM IMPACT ON CERTAIN ISSUES, AND IN RARE CASES TO GO TO CHANCELLOR HIMSELF. A SOMEWHAT SIMILAR SITUATION APPLIES TO AUSTRIA'S AMBASSADOR TO OECD CARL

BOBLETER (ALSO PERM REP TI IEA) WHO TENDS TO ACT INDEPENDENTLY OF MFA. BOBLETER IS USUALLY INSTRUCTED ON OECD ISSUES DIRECTLY BY CHANCELLOR'S OFFICE IN CONSULTATION WITH OTHER MINISTRIES.

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6. RECEPTIVITY OF GOA TO US REPRESENTATIONS ON MULTILATERAL ISSUES:

GOA RECEPTIVITY DEPENDS LARGELY ON ISSUE AT HAND. ON CONTROVERSIAL POLITICAL ISSUES BEFORE INTERNATIONAL BODIES ON NEAR ANNUAL BASIS, GOA GENERALLY WILL HOLD TO INITIAL POSITION TAKEN, ALL THINGS BEING EQUAL, AS LEAST DAMAGING TO ITS INTERESTS. ALSO, IT MAY TRY TO TAKE ISSUE OUT OF POLITICAL ARENA BY ATTEMPTING TO BASE ITS ACTION ON LEGAL ARGUMENTATION. ON ECONOMIC ISSUES, GOA IS MORE RECEPTIVE BECAUSE OF OBVIOUS POTENTIAL FOR DAMAGE TO AUSTRIAN INTERESTS IN BEING OUT OF STEP WITH INDUSTRIALIZED WEO STATES.

7. CONCEPT THAT US/AUSTRIA INTERACTION ON IMPORTANT ISSUES HAS BILATERAL FALLOUT IS NOT DIFFICULT FOR MFA AND ECONOMIC MINISTRIES TO ACCEPT IN THEORY, SINCE AUSTRIAN DIPLOMACY HAS TRADITIONALLY VIEWED BILATERAL AND MULTILATERAL RELATIONS AS BEING PART OF SAME SPECTRUM OF INTERSTATE RELATIONS. ARGUMENT HOWEVER IS OFTEN MADE BY GOA THAT NEUTRAL AUSTRIA CANNOT REALISTICALLY BE EXPECTED TO SUPPORT U.S. POSITION ON CONTROVERSIAL ISSUES WHEN SAME U.S. POSITION BEING OPPOSED BY SOME OF U.S. NATO ALLIES. WE HAVE IMPRESSION AUSTRIA'S VOTING RECORD IN INTERNATIONAL FORA IS GOOD ONE IN TERMS OF OVERALL U.S. INTERESTS; NEVERTHELESS WE COULD ENVISAGE IMPROVEMENT, PROVIDED THOSE COUNTRIES WHICH AUSTRIA USES AS BEACONS TO SHOW THE WAY COULD BE BROUGHT AROUND TO SUPPORTING U.S. MORE FREQUENTLY ON DIFFICULT VOTES OR ISSUES.

8. MFA DOES NOT AS GENERAL PRACTICE SOLICIT USG SUPPORT THROUGH EMBASSY IN VIENNA. WHEN SPECIFIC LOBBYING VIS-A-VIS USG DESIRED, AUSTRIAN EMBASSY IN WASHINGTON OR AUSTRIAN MISSION TO UN IN NEW YORK USUALLY GIVEN TASK. OUR EXPERIENCE IS THAT AUSTRIAN DELEGATES TO IMPORTANT CONFERENCES MAKE POINT OF MAINTAINING CLOSE CONTACT WITH U.S. DELEGATIONS. MFA AND OTHER MINISTRIES DO APPRECIATE VIENNA EMBASSY'S CONSULTATIONS ON GENERAL APPROACH TO INTERNATIONAL ORGANIZATIONS OR IMPORTANT CONFERENCES, WHICH UNDERTAKEN WHEN CONSIDERED APPROPRIATE OR INSTRUCTED TO DO SO. BUCHANAN
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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: POLICIES, DEPARTMENTAL ADMINISTRATION, PUBLIC ADMINISTRATION, FOREIGN POLICY POSITION
Control Number: n/a
Copy: SINGLE
Draft Date: 27 FEB 1976
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: saccheem
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1976VIENNA01557
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D760075-0900
From: VIENNA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1976/newtext/t1976023/aaaaabtf.tel
Line Count: 227
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 76 STATE 37591
Review Action: RELEASED, APPROVED
Review Authority: saccheem
Review Comment: n/a
Review Content Flags:
Review Date: 31 MAR 2004
Review Event:
Review Exemptions: n/a
Review History: RELEASED <31 MAR 2004 by CollinP0>; APPROVED <27 JUL 2004 by saccheem>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
04 MAY 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: MULTILATERAL AFFAIRS: PROFILE OF AUSTRIAN MULTI- LATERAL INTERESTS AND THEIR PROMOTION
TAGS: PORG, PFOR, US, AU
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006